

LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for January 19, 2005 PLANNING COMMISSION MEETING

P.A.S.#: Comprehensive Plan Conformance #04013

Date: January 7, 2005

PROPOSAL: Amendment to Antelope Valley Redevelopment Plan for East Downtown Hotel Project to determine conformity with the *Lincoln and Lancaster County 2025 Comprehensive Plan*.

CONCLUSION: The proposed amendment is in conformance with the Comprehensive Plan.

<u>RECOMMENDATION:</u>	Find that this request is in conformance with the Comprehensive Plan.
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GENERAL INFORMATION:

LOCATION: The block in Downtown Lincoln bounded by P, Q, North 17th, and North 18th Streets.

APPLICANT: Marc Wullschleger, Director
Urban Development Department
129 N. 10th Street
Lincoln, NE 68508

CONTACT: Dallas McGee
Urban Development Department
129 N. 10th Street
Lincoln, NE 68508
(402) 441-7857

EXISTING ZONING: B-4 (Lincoln Center Business District).

EXISTING LAND USE: Mixed uses including automobile service station & convenience store, auto sales lot, parking lots, and automobile repair.

ASSOCIATED APPLICATIONS: None.

HISTORY: The Antelope Valley Redevelopment Plan was adopted in late 2004 with expectation of amendments as specific projects emerged. This is the first such amendment to be proposed.

COMPREHENSIVE PLAN SPECIFICATIONS:

- *Antelope Valley Major Investment Study: Amended Draft Single Package, City of Lincoln; May 1998, Updated November 1998. (among the subarea plans from the 1994 Comprehensive Plan carried over into the 2025 Comprehensive Plan) (p. F156)*
- *Guiding Principles for Existing Commercial Centers: Encourage renovation and reuse of existing commercial centers. Infill commercial developments should be compatible with the character of the area and pedestrian oriented. (P. F49)*

ANALYSIS:

1. This is a request to review a proposed amendment to the Antelope Valley Redevelopment Plan for a determination of conformity with the Comprehensive Plan.
2. The amendment covers a city block bounded by P Street on the south, North 17th Street on the west, Q Street on the north, and North 18th Street on the east.
3. The amendment would accommodate one redevelopment project—a new hotel and associated parking. This project would include public streetscape and infrastructure improvements within the amendment area.
4. The Antelope Valley Redevelopment Plan was adopted in 2004 to encourage revitalization activities throughout the area affected by the stormwater and transportation improvements of the Joint Antelope Valley Authority (JAVA). Construction of the stormwater and transportation elements has begun. This amendment for a new, 150-room hotel is the first major revitalization proposal connected with the Antelope Valley Redevelopment Plan. The Plan anticipated mixed uses in the area in question including but not limited to parking, hotels, offices, residences, and research & development facilities. Specifically, the adopted “Antelope Valley Redevelopment Plan” notes (p. 53) “In turn, this East Downtown area will hopefully provide residential, **extended hotel/motel** [emphasis added], small conference space, restaurants and other related support services.” The proposal is therefore consistent with the Redevelopment Plan.
5. The Redevelopment Plan outlines “Urban Design Principles” (p. 69-70) that should guide this redevelopment project, including but not limited to strong pedestrian orientation, screened parking, quality buildings compatible with their settings, strong entrances oriented to encourage street level activity, and attractive streetscapes. The city’s Urban Design Committee advises city departments on the urban design impact of public and public/private projects and should be utilized throughout this project.

6. The East Downtown Hotel Project would generate Tax Increment Financing from private development in the project area to pay for infrastructure and improvements such as property acquisition, site preparation and remediation, property demolition, utility improvements, facade improvements, parking improvements, and improvement of pedestrian facilities and provision of streetscape amenities.
7. The *Lincoln and Lancaster County 2025 Comprehensive Plan* acknowledges the community's longstanding efforts to protect and improve downtown and specifically cites that "In districts such as Haymarket and downtown, the city uses its redevelopment powers to augment and help coordinate private efforts (p. E78).
8. Public Works and Utilities Dept. points out that an existing sanitary sewer in the east-west alley through the block will need to be relocated or protected by an easement, and that any associated street vacations will have to be evaluated when more specific information and requests are received.
9. Parks Department reviewed the proposal and had no comments.

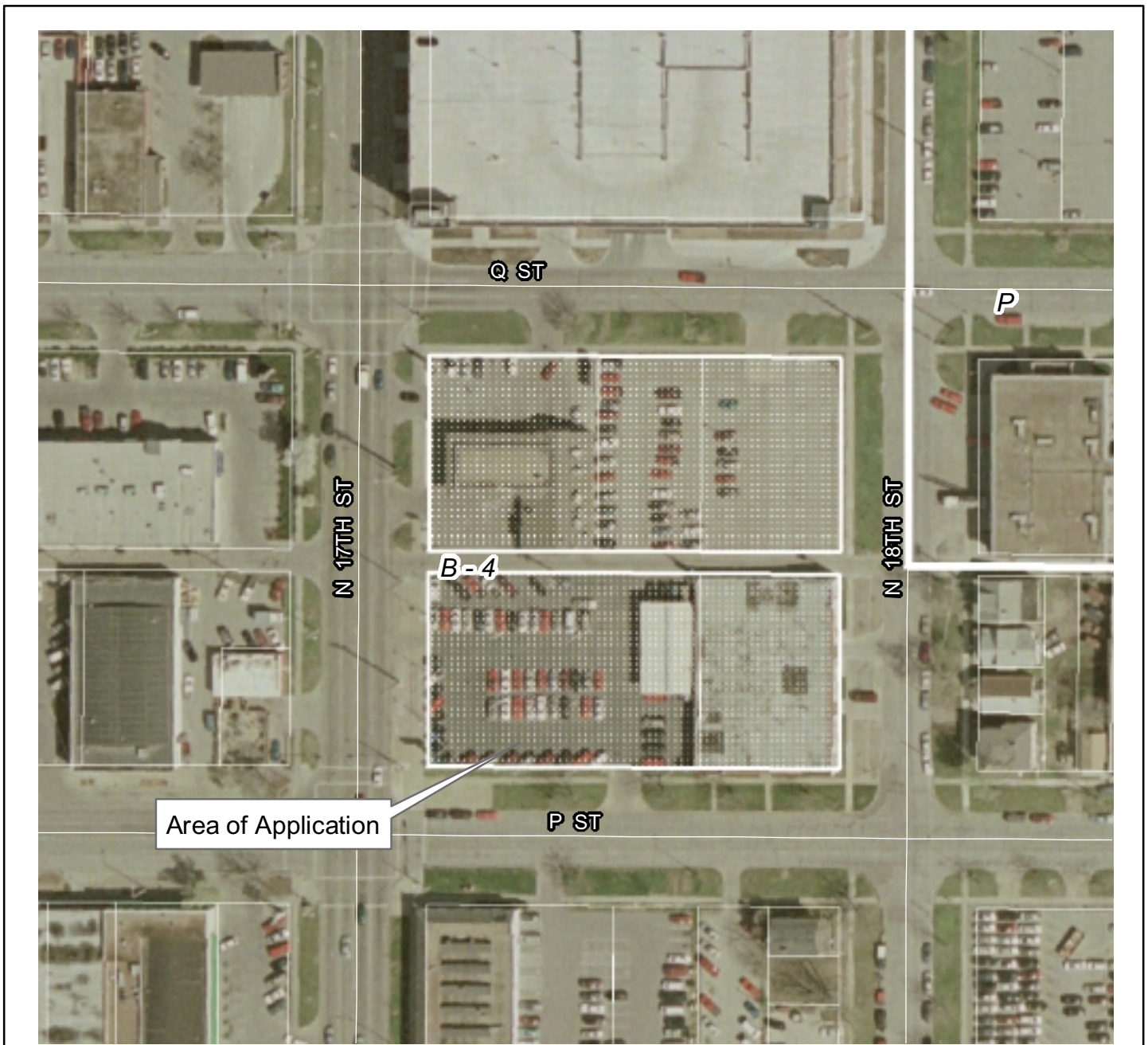
Prepared by:

Edward F. Zimmer, Ph.D., 441-6360, ezimmer@lincoln.ne.gov
Historic Preservation Planner

DATE: January 7, 2005

APPLICANT: Director of Urban Development
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7606

CONTACT: Urban Development Dept.
Dallas McGee
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7857



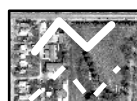
Comp. Plan Conformance #04013 **Amendment to Antelope Valley Redev. Plan** **East Downtown Hotel Project**

2002 aerial

Zoning:

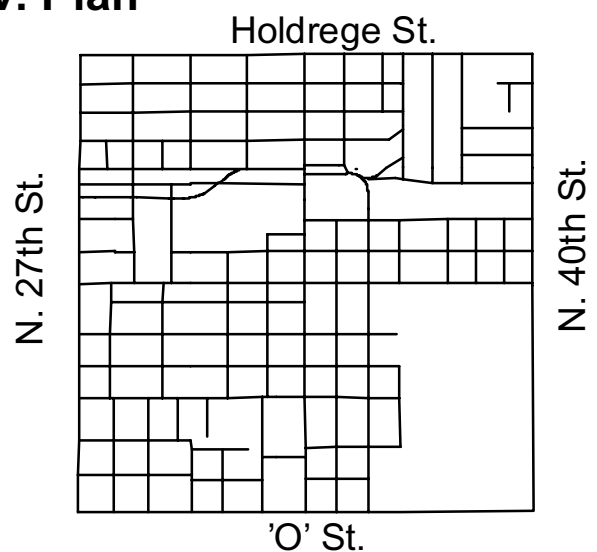
R-1 to R-8	Residential District
AG	Agricultural District
AGR	Agricultural Residential District
R-C	Residential Conservation District
O-1	Office District
O-2	Suburban Office District
O-3	Office Park District
R-T	Residential Transition District
B-1	Local Business District
B-2	Planned Neighborhood Business District
B-3	Commercial District
B-4	Lincoln Center Business District
B-5	Planned Regional Business District
H-1	Interstate Commercial District
H-2	Highway Business District
H-3	Highway Commercial District
H-4	General Commercial District
I-1	Industrial District
I-2	Industrial Park District
I-3	Employment Center District
P	Public Use District

One Square Mile
 Sec. 19 T10N R7E



Zoning Jurisdiction Lines

City Limit Jurisdiction



Lincoln City - Lancaster County Planning Dept.

Amendments to the Antelope Valley Redevelopment Plan

I. East Downtown Hotel Project

A. Site Description and Project Elements:

The East Downtown Hotel Project Redevelopment Area is bounded by 17th to the west, Q Street to the north, 18th Street to the east, and P Street to the South. This block is legally described as Hancock Addition, Lots 1 & 2 AND Kinney's O Street Addition, Block 11, Lots 1&2, 7-12(see exhibit A11). The University / East Downtown Future Land Use map shows this area as a mixed use zone, including uses such as parking, hotel or research and development (see AVRP, p. 54-55). The proposed East Downtown Hotel will meet this future land use goal for providing a 150 room, extended stay hotel. While this parcel's B-4 zone does not require any on-site parking, this project will also include approximately 75 dedicated, on-site parking stalls.

Located outside of the current boundaries of the 100 year flood plain (see figure 5, p.18), this \$18,400,000 hotel project can act as a catalyst for further investment that supports the redevelopment goals outlined in the Antelope Valley Redevelopment Plan. This project is within the area described in the AVRP as Proposed Redevelopment Concept A (see p.76-80) and would benefit through its proximity to both the University and downtown. The 150 room building would meet the AVRP's goal of facilitating medium density developments and district wide approaches to parking. In addition, it would support plans to add research and development facilities in this section of the redevelopment plan area.

Project elements may include:

- Acquisition of all lots on the block. Acquisition would follow procedures for the City of Lincoln, taking all steps necessary for the acquisition by purchase, if possible, or by condemnation if necessary.
- Demolition / environmental remediation
- Alley and street vacations
- Disposal / sale of property
- Site preparation
- Relocation of overhead utility lines
- Rerouting / upgrading of underground utilities
- Streetscape improvements / landscaping in the public right of way

B. Statutory elements**(1) Property Acquisition Relocation Demolition and Disposal**

Accomplishing the East Downtown Hotel Project will involve the assembly of the properties on Kinney's O Street Addition, Block 11 and may involve acquisition, sales or reconveyances as provided by law and consistent with the plan. Specifically, the City may consider using its eminent domain authority to assemble the properties on this block if necessary. Additionally, the City may acquire property for public infrastructure and other needs. Exhibits AI2 & AI3 identify the current and proposed uses in the project area.

(2) Population density

There are a total of no residential units in the project area today. The project will result in the construction of 150 one and two bedroom and extended stay hotel rooms.

(3) Land Coverage and Building Density

Land coverage and building density will be altered with the implementation of this project. All of the existing buildings and surface parking lots current on Kinney's O Street Addition, Block 11 will be demolished and replaced with a new four story hotel and a 75 stall surface parking facility. The existing and proposed uses are shown on Exhibits AI2 & AI3.

(4) Traffic Flow, Street Layout and Street Grades

The existing street system within the project area will remain unchanged as a result of implementation of this project. Pedestrian amenities may be constructed in the right of way adjacent to the proposed hotel project. The east-west alley on the block will be vacated and sold with the platted property for redevelopment.

(5) Parking

This project's location in the B-4 zone district does not require that the developer provide any on site parking. Parking in the project area consists of private surface parking lots and on street parking. The Kinney's O Street Addition, Block 11 project area currently contains 76 surface parking stalls. As a result of this project, this surface parking will be removed and replaced with a 75 stall configuration that will serve some of the needs of the proposed

uses including the mixed use commercial and housing developments that are being proposed. See Exhibit A14.

Zoning will remain unchanged as a result of this project. At this time, there are no contemplated changes in the City zoning laws or building codes to implement this project.

(7) Public Infrastructure

New infrastructure improvements are anticipated to be needed as a result of this project. These improvements may include abandonment and reorientation of utilities located in the alley, new curbs, sidewalks, lighting, plant material, street furniture and other streetscape improvements. The City may also work with the developer to improve public utilities serving this project area.

(8) Cost Benefit Analysis

A cost-benefit analysis will be prepared and included as a part of the material that will be presented to City Council

C. Proposed Costs and Financing

1. Overview

Estimated cost of implementation of the East Downtown Hotel Project is \$18,400,000. This includes an estimated private investment of \$16,000,000 and \$2,400,000 of public infrastructure investment

Public Investment may assist in acquisition, demolition and site preparation, remediation and other public improvements on Kinney's O Street Addition, Block 11 project area. Those improvements could include: property acquisition, site preparations, utility improvements, parking improvements and streetscape improvements. The streetscape improvements could include sidewalk construction, curb and gutter construction, parking reconfiguration, landscaping, installation of pedestrian lighting, benches, trash receptacles, bike racks, signage and other street furniture and landscape plantings. The amounts and uses of public funding will be more specifically identified as part of redevelopment agreement that will be prepared with the developer of the Kinney's O Street Addition Block 11.

2. Estimated Uses and Sources of Funds:

The overall cost of this project is \$18,400,000. Initial estimates suggest a need for up to \$2,400,000 in public improvements to prepare this site for private development, as follows:

Estimated Potential Uses:

Site acquisition	\$1,400,000
Business Relocation	\$ 200,000
Relocation of Utilities	\$ 400,000
Demolition, site preparation including environmental remediation	<u>\$ 400,000</u>
Total Est. Public Uses	\$2,400,000

Estimated Sources of Public Funds:

TIF from investment	\$1,400,000	
Land sale proceeds/site disposition to developer		<u>\$1,000,000</u>
Total Est. Public funds		\$2,400,000

D. Implementation Steps

Under Nebraska Community Development Law, the first step in the redeveloping an area is for the City to declare the area blighted and substandard and in need of redevelopment / revitalization. The Lincoln City Council completed this first step by declaring the Antelope Valley Redevelopment Area blighted on July 21, 2003, affirming that this area was "blighted and substandard." The City Council determined that private enterprise could not redevelop this area without the assistance provided by the Community Development Law (see Blight Resolutions, Appendix 2). On November 29th, 2004, the City Council approved the Antelope Valley Redevelopment Plan, thus providing the legal framework for future redevelopment projects.

Implementation steps for the East Downtown Hotel Project:

- Prepare a request for proposals and select a developer of record
- Negotiate redevelopment agreements with developers of Kinney's O Street Addition, Block 11 and receive City Council approval of redevelopment agreements.
- Issue and sell Community Improvement Financing bonds or notes.
- Purchase properties as identified in redevelopment agreement.
- Select and execute agreements with architects, engineers and construction firms, pursuant to city standard practice, to design and build publicly financed portions of the redevelopment.

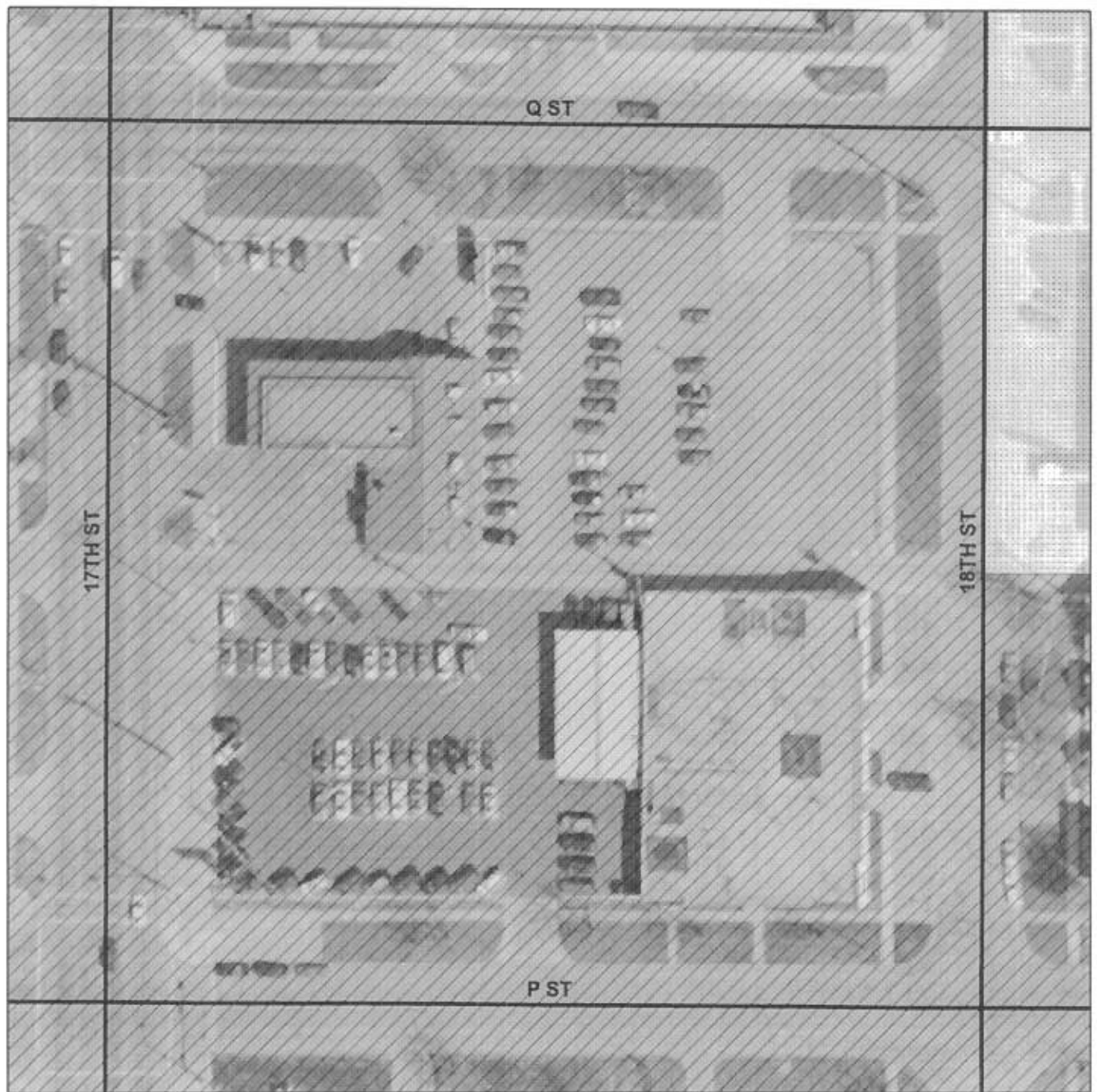




Exhibit AI-4 East Downtown Hotel Project

Zoning

Legend	
Zoning	
	B-4
	P



Map prepared by City of Lincoln, Urban Development Dept 12/04

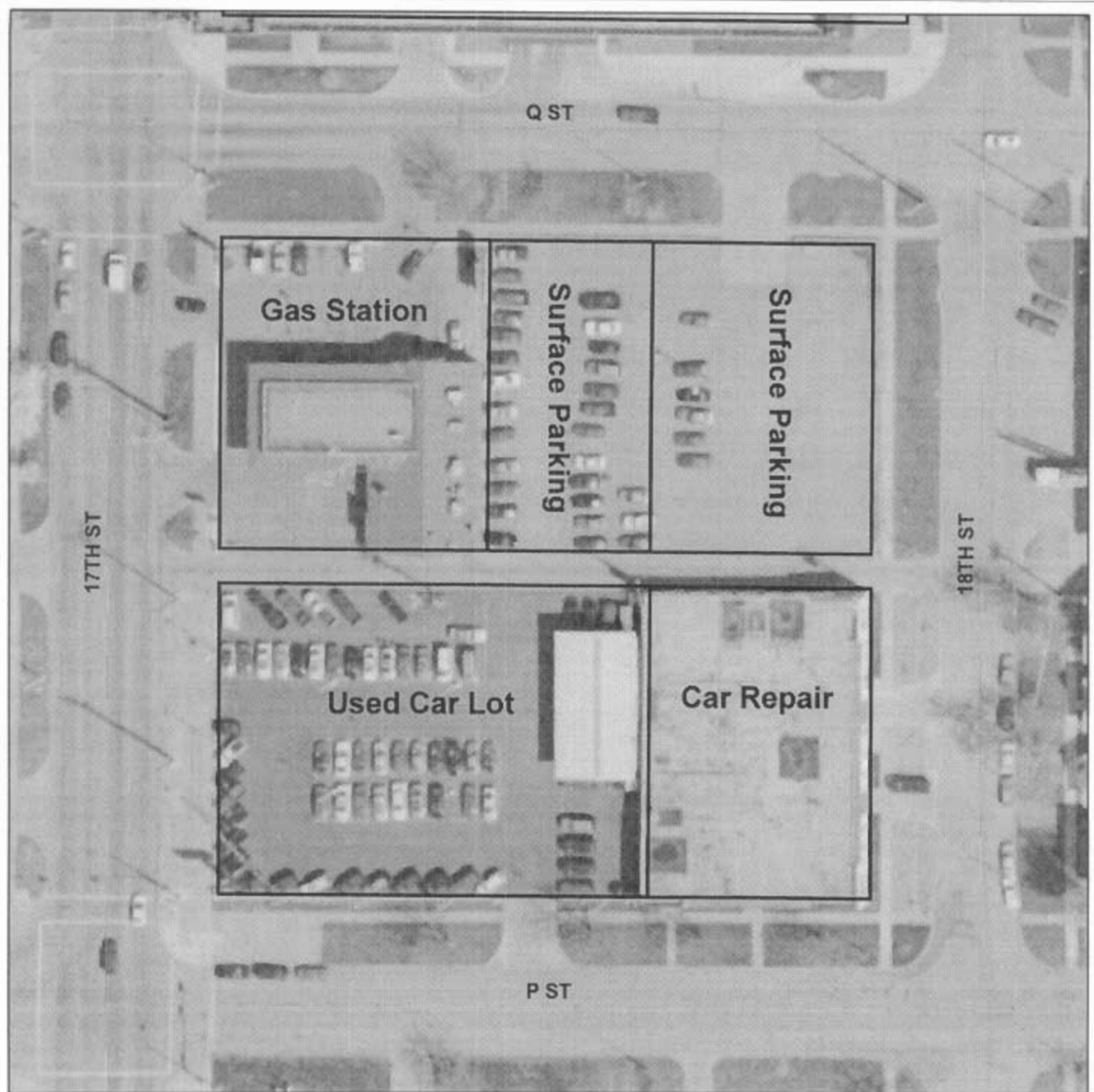
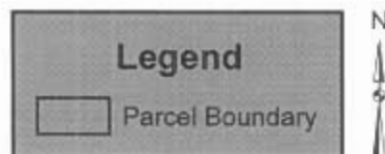


Exhibit AI-2 East Downtown Hotel Project

Existing Uses



Map prepared by City of Lincoln, Urban Development Dept 12/04

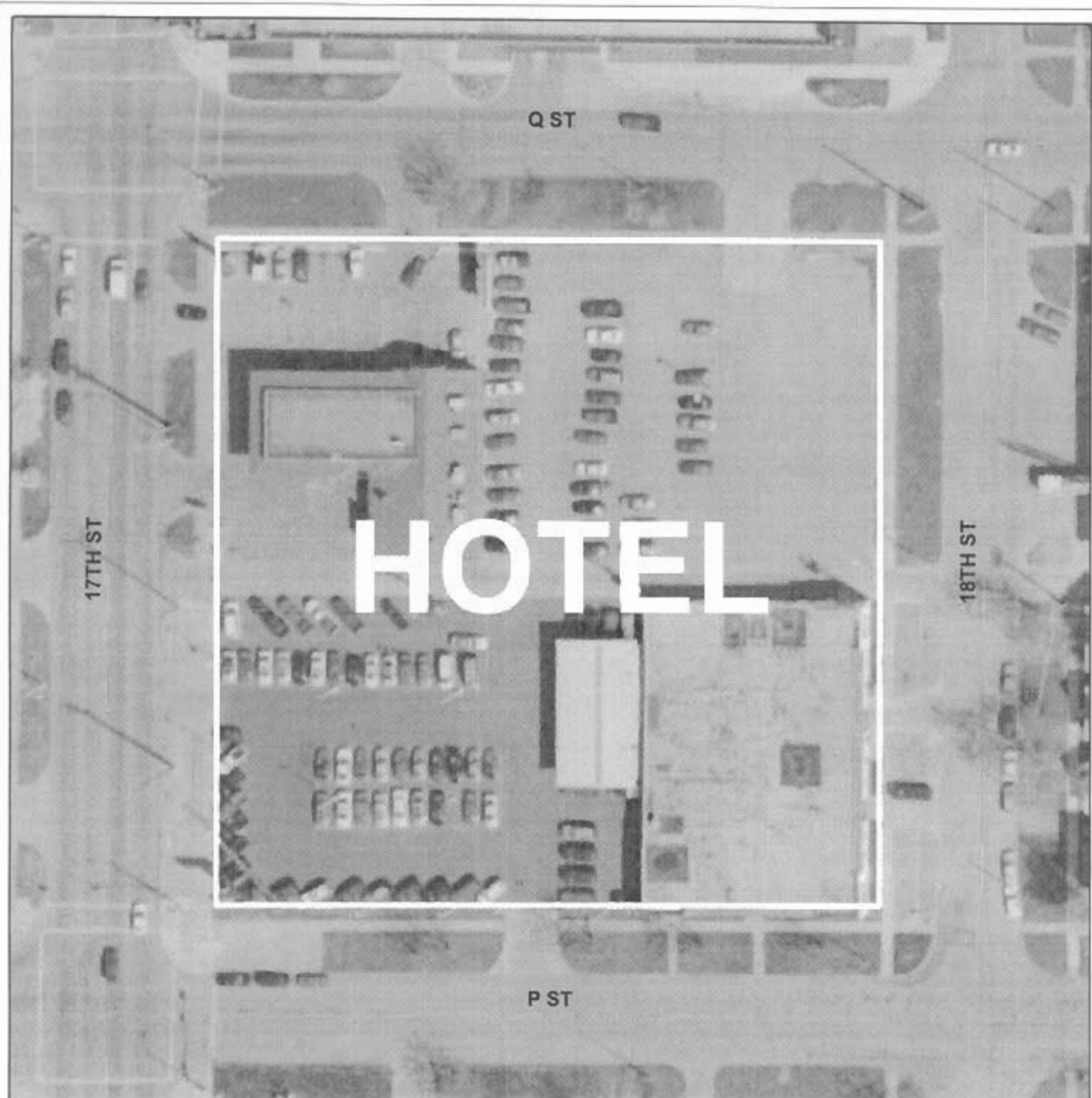
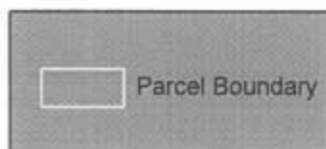


Exhibit AI-3
East Downtown
Hotel Project

Proposed Land Use



Map prepared by City of Lincoln, Urban Development Dept 12/04

Memorandum

To:	Ed Zimmer, Planning Department
From:	Dennis Bartels, Engineering Services
Subject:	Amended Antelope Valley Redevelopment Plan
Date:	December 30, 2004
cc:	Randy Hoskins

Engineering Services has reviewed the proposed redevelopment plan information for an east downtown hotel project to be located from 17th to 18th, "P" to "Q" Streets. No site plans or specific information is provided so this response is generic in nature.

1. There is an existing sanitary sewer east/west through the block. The sewer must be relocated or an easement preserved with no structures within the limits of the easement. The sewer is in a platted alley that would need to be excavated if private improvements are proposed in the alley right-of-way.
2. The text indicates that street vacations may occur. Until more information is provided, it cannot be determined if or how much of the right-of-way can be vacated. The site plan and vehicular and pedestrian access may require street improvements which may allow right-of-way vacation or may require additional right-of-way.

Memo



To: Ed Zimmer, Planning Department

From: Mark Canney, Parks & Recreation

Date: January 3, 2005

Re: CPC 04013 Amend Antelope Valley Redevelopment Plan

Staff members of the Lincoln Parks and Recreation Department have conducted a plan review of the above-referenced application/proposal and have no comments.

If you have any additional questions, comments or concerns, please feel free to contact me at 441-8248. Thank you.